

UNITED STATES MARINE CORPS
MARINE CORPS CIVIL-MILITARY OPERATIONS SCHOOL
WEAPONS TRAINING BATTALION
TRAINING COMMAND
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STUDENT OUTLINE

DISLOCATED CIVILIAN OPERATIONS

0530-123

CIVIL AFFAIRS OFFICER COURSE

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FEBRUARY 2016

LEARNING OBJECTIVES

a. **TERMINAL LEARNING OBJECTIVE**. Given a mission, Commander's intent, and DC operation plan, support Dislocated Civilian (DC) Operations, to minimize civilian interference with military operations and to protect civilians from combat operations in accordance with ATP 3-57.10 Chapter 2. (CACT-EXE-2005)

b. **ENABLING LEARNING OBJECTIVES**

(1) Without the aid of reference, identify the categories of dislocated civilians, in accordance with ATP 3-57.10 Ch. 2. (CACT-EXE-2005g)

(2) Without the aid of reference, identify methods to mitigate the impact of DCs, in accordance with ATP 3-57.10 Appendix B. (CACT-EXE-2005h)

(3) Without the aid of references, identify DC camp planning considerations, in accordance with ATP 3-57.10, Appendix B. (CACT-EXE-2005i)

(4) Given a scenario and role players, conduct a civil reconnaissance, to select a potential DC camp site in accordance with the USAID FOG manual. (CACT-EXE-2005j)

1. DISLOCATED CIVILIAN (DC) OPERATIONS

a. DC Operations. DC operations are a sub-category of Populace and Resources Control. The goals of DC operations are to minimize civilian interference with military operations and to protect civilians from combat operations, natural, or man-made disasters. DC operations are part of the Joint Forces Commander's (JFC) CMO plan and may occur across the spectrum of combat and during all phases of a campaign, as well as during stability operations. DC operations may also be required during FHA, SCA or NA missions.

b. Statistics. Ever since we have had war or natural disasters, there have been civilians who have been forced to leave their homes to seek safety or have been driven out by occupying forces. During the past decade, the number of refugees and internally displaced persons (IDPs) in countries such as Sudan, Chad, Iraq, Afghanistan, Sri Lanka, and Pakistan, has skyrocketed, reaching a peak of nearly 35 million people in 2006. As the Marine Corps continues to conduct contingency operations, Marines can expect to encounter large and growing numbers of dislocated civilians. Large groups of dislocated civilians can negatively impact operations by their mere presence. During stability operations, DCs may be the focus or center of gravity for MAGTF operations.

CA Marines must anticipate that at some point during operations, the civilian population may flee their homes. This has an unintended effect, making operations more challenging and complex. In order to better prepare the MAGTF for their possible impact, CA Marines can take a number of prudent planning measures that will help the MAGTF minimize their impact and assist the Commander to meet his moral and legal obligations to the civilian population.

c. USMC Experience. Over the past six decades, the Marine Corps has conducted numerous DC operations. During WWII, the Marine Corps had to deal with large numbers of friendly DCs in Guam and the enemy civilian population in Okinawa. During the Korean War, Marines had to confront large numbers of DCs on limited road networks as well as having to accommodate 98,000 refugees during the evacuation of Hungnam after the retreat from the Chosin Reservoir. During the Vietnam War, Marines had to conduct limited DC operations during the battle for Hue City as well as during the Rural Pacification Program, when large numbers of the rural population were forcibly relocated from their villages to *Fortified Hamlets*.

During the invasion of Panama in 1989, Marines had to fight in and amongst densely populated areas. The damage to civil infrastructure drove large numbers of people from their homes. This forced the MAGTF to deal with thousands of homeless people until camps could be set up or until they could be relocated elsewhere. During Operation Desert Storm, Marines confronted large numbers of Kuwaiti citizens trying to return to their homes. The Marines also dealt with third country nationals who had been released from Iraqi detention facilities. Marines were engaged during Operation GITMO (the Haitian Relief Op) in 1991-92; they had to provide security for Army CA forces that operated several large DC Camps on McCalla Airfield.

During the initial stages of the Peacekeeping Operation in Kosovo in 1999, the 26th MEU engaged with large numbers of Albanian DCs returning to their homes. This complicated road movement and threatened to deny commanders freedom of movement. Furthermore, Marine Forces planned to deal with extremely large numbers of DCs during the initial stages of OIF (the march to Baghdad), which fortunately never materialized. Marines also established a large DC camp during Operation Phantom Fury to retake Fallujah in 2004; though it turned out that it was not needed due to the unique circumstances that existed at the time. However, in the future Marines can count on large numbers of civilians living in possible AOs. CA Marines on the staffs of MAGTFs will be responsible for developing a plan to deal with DCs, should the need arise.

2. **CATEGORIES OF DISLOCATED CIVILIANS.** Civilians are divided into two categories and then further divided into nine sub-categories.

a. **Two Categories.** Civilians are broken down into two distinct categories: those who remain in place in their homes or municipalities, and those who flee and are dislocated due to a number of factors. Those who remain behind must still be factored into planning if the MAGTF controls the ground. In this case, a PRC plan needs to be developed. For those who become dislocated, MAGTF CMO Planners must develop a plan that will implement a series of control measures to prevent them from adversely impacting MAGTF operations.

b. **Nine Sub-categories.** The term Dislocated Civilians (DCs) is considered a generic term to describe civilians on the battlefield who are no longer in their homes. For greater understanding, this term is further divided into nine

categories, each of which has a different status under international law. They include:

(1) Displaced persons. A broad term used to refer to internally and externally displaced persons collectively.

(2) Refugees. A person who owing to a well-founded fear of being persecuted for reasons of race, religion, nationality, membership of a particular social group or political opinion, is outside the country of his or her nationality and is unable, or owing to such fear, is unwilling to avail him or herself of the protection of that country.

(3) Evacuees. A civilian removed from a place of residence by military direction for reasons of personal security or the requirements of the military situation.

(4) Stateless persons. A person who is not considered as a national by any state under the operation of its law.

(5) War victims. A classification created during the Vietnam era to describe civilians suffering injuries, loss of a family member, or damage to or the destruction of their homes because of war. War victims may be eligible for a claim against the United States under the Foreign Claims Act.

(6) Internally displaced persons. Any person who has been forced or obliged to flee or to leave their homes or places of habitual residence, in particular as a result of or in order to avoid the effects of armed conflict, situations of generalized violence, violations of human rights or natural or man-made disasters, and who have not crossed an internationally recognized state border.

(7) Returnees. A displaced person who has returned voluntarily to his or her former place of residence.

(8) Re-settlers. A refugee or an internally displaced person wishing to return somewhere other than his or her previous home or land within the country or area of original displacement.

(9) Migrant. A person who (1) belongs to a normally migratory culture who may cross national boundaries or (2) has fled his or her native country for economic reasons rather than fear of political or ethnic persecution.

3. **PLANNING DISLOCATED CIVILIAN OPERATIONS.** In order to plan a Dislocated Civilian Operation it is important to understand the command's responsibilities, requirements, planning factors and methods used to mitigate the impact on those civilians affected.

a. **Responsibilities.** Each and every level of command from BN to MEF has a different level of responsibility to the planning, movement and care of DCs. The Joint Forces Commander (e.g., CENTCOM, MNF, USFOR-A, etc.) provides directives on the care, control, and disposition of DCs. It is up to the CA Marine on the MAGTF staff to get copies of these directives and incorporate them into any DC operations planning. The supporting CA detachments and teams attached to RCTs and battalions will be responsible for planning DC operations at their levels; depending on the situation and METT-T+C, they may have to implement certain aspects of the plan themselves.

b. **Requirements.** At a minimum, DC plans are required to state the authorized extent of migration and evacuation, to establish a means to provide a minimum standard of care and a means to determine status and disposition of DCs. The DC Plan should also designate or delegate responsibilities within the MAGTF (i.e., who does what). DC operations also include the planning and management of DC routes, assembly areas, and camps in support of the efforts of the HN and IGOs/NGOs. They also include Foreign Humanitarian Assistance (FHA) support to the affected populace. The Provost Marshal is a key component to the successful planning and execution of DC operations. His office should be involved early in the planning process. A DC operations plan is usually an appendix to CMO Supporting Plan (Annex G) in the Operations Order.

c. **Movement Planning Factors.** DC movement planning factors include the following: distance factors, rate factors and time factors. Distance factors include Dislocated Civilian Road Space (DCRS), DC column gap, DC traffic density, length of DC column, and the road gap.

d. **Methods to Mitigate the Impact.** Methods to mitigate the impact of DCs include minimizing dislocations, bypassing or ignoring DCs (in which case the commander assumes risk), controlling DC movement using various techniques or any combination of the above. Preventing or minimizing dislocations involves executing PRC control measures such as imposing a stay-put policy, establishing curfews and conducting controlled evacuations. Each of these measures requires detailed assessment planning, coordination and support of Host Nation

civil authorities (if available) and any NGOs/IGOs operating in the area.

(1) Stay-Put Policy. A stay-put policy is, essentially, an order to citizens to stay within the confines of their homes, communities, or other defined boundaries. Successful execution of a stay-put policy requires that the citizens be provided with sufficient necessities of life (food, water, shelter, security, and health care). The stay-put policy minimizes civilian interference with military operations and just as importantly, minimizes civil collateral damage. HN authorities should enforce a stay-put policy whenever possible. When enforced by military forces, the policy requires an agreement among participating nations and the appropriate military command.

(2) Curfews. Curfews and other movement restrictions discourage unauthorized civilians from moving during certain times or into certain areas. These restrictions should be codified in a policy that is legal, practical, enforceable, and well publicized. Exceptions to the policy may be granted using a strict identification or pass system. In addition, restrictions should be enforced by a system of measures, including patrols, checkpoints, and roadblocks, or any combination thereof.

(3) Controlled Evacuations. Controlled evacuations are a way of minimizing the chaos that exists when civilians will not or should not stay in place. Forced dislocations may be appropriate to protect civilians from combat operations and impending natural events, such as hurricanes or volcanic eruption. They also may be appropriate to support military operations. The removal of civilians from port areas or areas adjacent to main supply routes may be necessary to promote the efficiency of logistics operations and minimize the possibility of sabotage. The CA unit supporting the element of the MAGTF tasked with this responsibility should form a DC planning team and incorporate these factors into planning.

(4) Bypass or Ignore DCs. The decision to bypass or ignore DCs depends on the factors of METT-T+C and may require the approval of the chain of command. Bypassed or ignored DCs must eventually be controlled by some military or civilian organization in the area of operations. Commanders should consider the use of MISO leaflets or loudspeakers to bolster morale. Since bypassed groups of DCs may include enemy infiltrators attempting to pass through friendly lines, the military or civilian organizations must be prepared to take the

necessary security and protection measures when assuming this control.

(5) Movement Control Procedures. The three movement control procedures are: blocking, clearing and collecting. Blocking is a DC movement control procedure that prevents DCs from entering some areas and redirects them to other areas; clearing removes the population from specified areas; and, collecting provides positive control of DCs to prevent them from interfering with military operations. When conducting movement control procedures, Marines need to familiarize themselves with some basic words and phrases in the local dialect. Consult with a trusted interpreter to develop a list of words that support movement control. Examples include: stop, go, right, left, sit, stand, move, wait, etc.

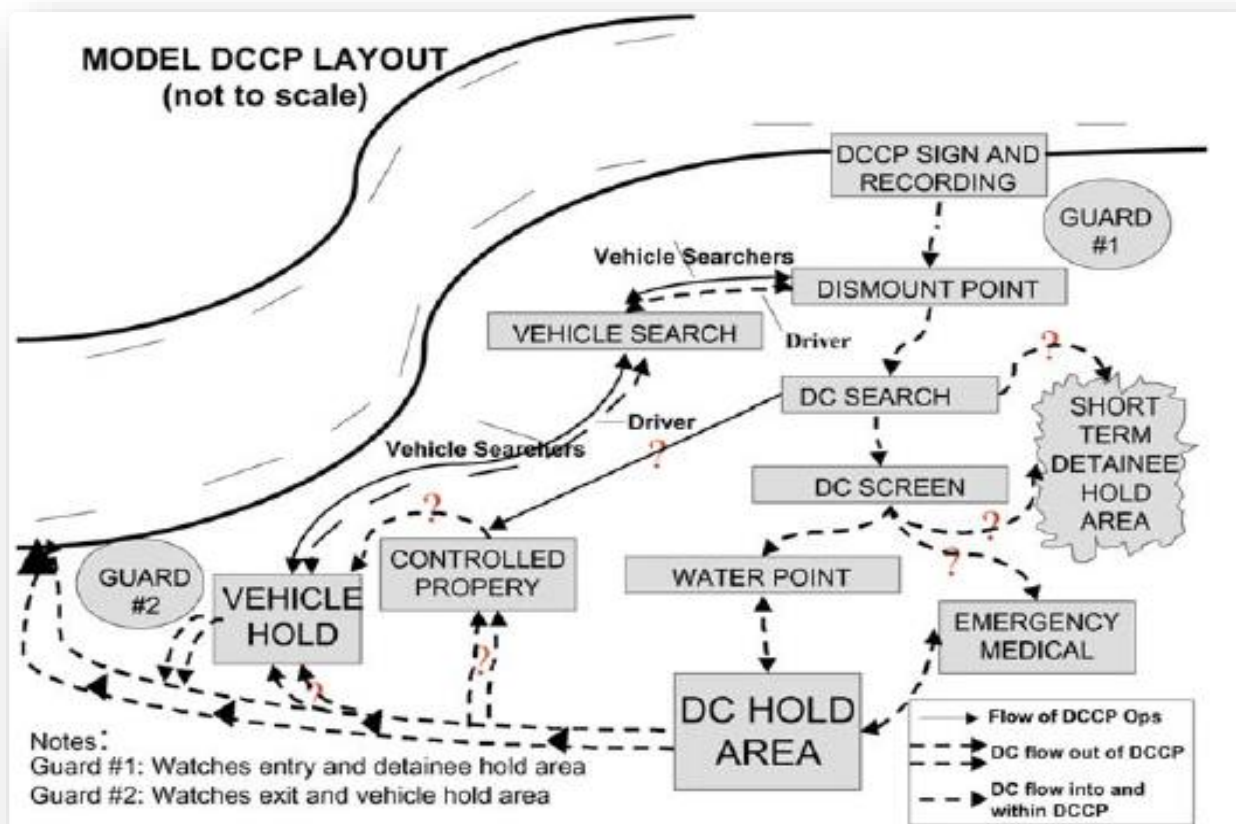
(6) DC Overlay. The DC overlay is a graphic representation of your supporting plan for DC operations that may serve as an addition to your CMO supporting plan to the MAGTF operations order. Key elements of the overlay should include but are not limited to:

- (a) Selection of routes
- (b) Control and assembly points
- (c) Emergency rest areas
- (d) DC collection point

(7) DC Collection Point. The illustration below shows a typical DC collection point. CA Marines set up collection points to group civilians for ease of transport, to protect them from the effects of combat, and to provide for the immediate needs of the DCs.

(8) Evacuation Planning. Currently, U.S. policy dictates only a division-level commander or higher can order an evacuation. When the commander decides to evacuate a community, CA Marines must make detailed plans to prevent uncontrolled groups from disrupting the movement of military units and supplies. Considerations in mass evacuation planning include: transportation, security, documentation, briefing the evacuees, provision of rations, minimum healthcare (life, limb, eye sight) and provisions for returning them to their homes.

(9) Disadvantages. Evacuation should be considered as a last resort. Evacuation removes civilians from areas where they can maintain themselves. It also provides material for enemy information operations and may arouse resentment among the evacuees. In addition, evacuation complicates control of the population, creates difficulty maintaining security among the civilian population and requires resources and time. It may also lead to epidemic conditions should sanitation break down in DC camps or holding areas.



4. DC CAMP PLANNING CONSIDERATIONS. In planning DC camps, the primary factor should be transition planning for the care and transfer of responsibility of the DC population to a controlling agency (ideally the host nation). Controlling agencies normally care for the basic needs of DCs (i.e., food, water, shelter, sanitation, and security). Controlling agencies also must be prepared to prevent the outbreak of disease among DCs. This last point is important for the health of the populace and military forces. HN personnel usually administer and operate the camps; however, CA units or other elements of the MAGTF may be called upon to provide technical advice, support, and assistance as needed.

a. **Control.** Control of the DC population is the key to successful camp operations. To meet U.S. obligations under international law, CA forces ensure the efficient and effective administration of camps. CA forces must quickly and fairly establish and maintain discipline when administering DC camps.

b. **Camp Location/Construction.** The most manageable number of people in a camp is 5,000 or less. The location of the camp is extremely important. Engineer support and military construction materials may be necessary when camps are in areas where local facilities are unavailable (i.e., hotels, schools, theaters). CA Marines must avoid sites near vital communication centers, large military installations, or other potential military targets. The location of the camp also depends on the availability of food, water, power, and waste disposal. Additional considerations include the susceptibility of the area to natural or man-made disasters.

c. **DC Camp Layout.** The physical layout of the camp is important. The main principle is to subdivide the camp into sections or separate compounds to ease administration and camp tension. Each section can serve as an administrative sub-unit for transacting camp business. The major sections normally include camp HQ, hospital, mess, and sleeping areas. The sleeping areas must be further subdivided into separate areas for unaccompanied children, unattached females, families, and unattached males. CA Marines must also consider cultural and religious practices and make every effort to keep families together. Tribal considerations also should be addressed during the design. A possible DC Camp Assessment Checklist which will assist you with designing a camp may include the following:

- (1) Victims/Population Profile - how many?
- (2) Food - how much is required?
- (3) Nutrition - what kind of food is needed?
- (4) Health - do I need to plan for medical assistance?
- (5) Water - how much is needed? Do we treat it?
- (6) Sanitation - do we need to build toilets?
- (7) Shelter and Settlements - do we build tent cities?

(8) Agriculture and Livestock - vaccinations?

(9) Search and Rescue - do we need to plan?

d. **DC Camp Administration.** Because of the large numbers of DCs for whom control and care must be provided, using HN civilians as cadre for the camp administration is preferred. DCs should become involved in the administration of the camp. If possible, CA Marines should organize and train the cadre before the camp opens. Camp rules of conduct must be published and enforced. Camp rules should be brief and kept to a minimum. Camp administrators, not CA Marines, are the single point of contact, coordinating all internal camp matters and external matters with organizations or agencies.

e. **Screening of Camp Residents.** Screening is necessary to prevent infiltration of camps by insurgents, enemy agents, or escaping members of the hostile armed forces. Although intelligence or other types of units may screen DCs at first, friendly and reliable local civilians under the supervision of CA Marines can perform this function. The screening process also identifies skilled technicians and professional specialists to help in camp administration (i.e., doctors, dentists, veterinarians, carpenters, and cooks). CA Marines may also consider using badges and biometrics to facilitate screening and control of the camp.

f. **Medical Care and Sanitation.** Enforcement and education measures are necessary to ensure that the camp population complies with basic sanitation measures. There are many humanitarian aid organizations (NGO and IGO) that specialize in providing medical care, such as the "International Medical Corps" and "Doctors without Borders".

g. **Supply.** The camp supply officer or CA civilian supply specialist must coordinate in advance for food, water, clothing, fuel, portable shelter, and medical supplies. CA supply personnel must make sure U.S. medical personnel inspect all food and water, particularly civilian and captured stocks. Look to USAIS, IGOs, and NGOs for help. U.S. military stocks should be used as a last resort.

h. **Security.** Sources for security officers include local police forces, HN paramilitary or military forces, and U.S. military forces. Another potential source may be the camp population itself. Police personnel within the population could

supplement security teams or constitute a special camp police force, if necessary. Internal and external patrols are necessary; however, security for a DC facility should not give the impression that the facility is a prison.

i. **Transportation**. The efficient administration of a DC camp requires adequate transportation assets. The camp movement officer or CA transportation specialist determines the types and numbers of vehicles required. He uses civilian or captured enemy vehicles whenever possible.

j. **Information Dissemination**. In administration of any camp, dissemination of instructions and information to the camp population is vital. Communications may be in the form of notices on bulletin boards, posters, public address systems, loudspeakers, camp meetings and assemblies, or a camp radio station.

k. **Liaison Requirements**. By leveraging other partners in the AO, the CA Marines and the DC Camp staff should strive to curb or eliminate the use of MAGTF vehicles, supplies and equipment.

l. **Disposition of DCs**. The final step in DC operations involves the ultimate disposition of DCs. This consideration must occur early in the planning phase. The most desired disposition is to return them to their homes. Allowing DCs to return to their homes as quickly as tactical considerations permit lessens the burden for support on the military and the civilian economy. It also decreases the danger of diseases common among people in confined areas. Guidance on the disposition of DCs must come from higher authority, under coordination with U.S. forces, host nation authorities, and international agencies.

REFERENCES:

JP 3-57 Civil-Military Operations
FM 3-05.40 Civil Affairs Operations
MCRP 3-33.1A Civil Affairs Tactics, Techniques, and Procedures
ATP 3-57.10 Populace and Resources Control

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